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Suggestions:

The Steering Committee welcomes suggestions on the performance indicators contained in this Report. Please direct your suggestions to the Productivity Commission Secretariat at the above address.

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Foreword

The Review of Commonwealth/State Service Provision was established by heads of government in 1993 to develop objective and consistent data on the performance of services that are central to the wellbeing of Australians. This — the fifth *Report on Government Services* — is the product of the collective efforts of more than 80 agencies from nine governments.

The services covered by the Review — spanning education, health, justice, and community services — are all important in their own right. Together, they are an important determinant of Australians' living standards and represent a substantial share of government expenditure and GDP.

Getting policy right in these areas must therefore be a priority for all governments. But policy choices are rarely straightforward, or entirely predictable in their outcomes. Learning by doing and benefitting from the experience of other governments, are critical to developing more effective and efficient policy approaches. Facilitation of such inter-jurisdictional learning is a fundamental objective of the review. It requires relevant data that is of high quality and with a high degree of consistency or comparability across the States and Territories.

That is not easily or quickly done. The review's approach has accordingly been an iterative one, reporting the best available information (with caveats) and improving it over time. The very process of reporting imperfect or incomplete performance data has itself created opportunities and pressures for improvement. Feedback from those who use the data has been an important part of this.

Measuring the performance of each government service raises complex issues. The challenges have been found to be no less difficult for one service than another. The Review has sought to encourage greater understanding about measurement issues and ways of addressing them by releasing a range of relevant consultancies commissioned under its auspices. One example is the consultancy undertaken during 1999 on measuring client views about children's services.

It has been encouraging to see both the quality and coverage of reporting improve, and a better understanding of the necessary qualifications emerge. Great progress has been made in filling information gaps in some areas (for example, services for people with a disability, police, aged care, and housing) and in improving the

comparability of data in other areas (for example, emergency management, corrective services, and vocational education and training).

Progress is variable, however, and some significant gaps remain. For example, vocational education and training has useful national outcome data, but the same cannot yet be said for school education. The health sector has been able to provide more information this year in a number of areas — notably for hospitals and general practice — but much still needs to be done. The challenge of better understanding the links between services remains, but there is now some reporting on the link between hospitals in each jurisdiction and the delivery of aged care and general practice services. Better information on the ability of mainstream services to meet the needs of Indigenous Australians remains a priority and has the strong support of the Ministerial Council for Aboriginal and Torres Strait Islander Affairs.

Pulling together a Report of this scope in a timely way each year depends on the cooperation and support of many participants. The Review's twelve Working Groups constitute the 'engine room' of this project and the Steering Committee relies on the assistance and advice from the service agencies represented on these groups. In addition, the Review draws on a Secretariat from the Productivity Commission, and bodies such as the Australian Bureau of Statistics, the Australasian Fire Authorities Council, the Australian Institute of Health and Welfare, the Australian National Training Authority, the Convention of Ambulance Authorities, and the Secretariat of the Ministerial Council on Education, Employment, Training and Youth Affairs. The Working Groups and the Secretariat also work closely with a range of other groups involved in government performance measurement.

I would like to thank everyone involved for their continuing contributions to this important joint undertaking.

Gary Banks
Chairman

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The Report is in three volumes: *Volume 1* contains Part A (introduction), Part B (Education) and Part C (Health); *Volume 2* contains Part D (Justice) and Part E (Emergency management); *Volume 3* contains Part F (Community Services), Part G (Housing) and Descriptive statistics appendix.

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Acronyms and abbreviations

AADWA	Aboriginal Affairs Department of Western Australia
ABS	Australian Bureau of Statistics
ACE	Adult and community education
ACAT	Aged Care Assessment Team
ACHS	Australian Council on Healthcare Standards
ACT	Australian Capital Territory
AHC	annual hours of curriculum
AIHW	Australian Institute of Health and Welfare
AN-DRG	Australian National Diagnosis Related Group
ANTA	Australian National Training Authority
ATSI	Aboriginal and Torres Strait Islander
Aust	Australia
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard
CAD	computer aided dispatch
CCIS	Community Care Information System
CCP	Community Care Package
COAG	Council of Australian Governments
COPs	Community Options Projects
CRS	Commonwealth Rehabilitation Service
CSDA	Commonwealth/State Disability Agreement
CSHA	Commonwealth/State Housing Agreement
CSIRO	Commonwealth Scientific and Industrial Research Organisation
DETYA	Department of Education, Training and Youth Affairs
DHAC	Department of Health and Aged Care

DHFS	Department of Health and Family Services
DHS	Department of Human Services (Victoria)
DRG	Diagnosis Related Group
ESB	English speaking background
FTE	Full time equivalent
GDP	Gross domestic product
GP	General practitioner
HACC	Home and Community Care
HRSCEET	House of Representatives Standing Committee on Employment, Education and Training
IC	Industry Commission
ICIDH	International Classification of Impairments, Disabilities and Handicaps
LAC	Looking after Children
LBOTE	language backgrounds other than English
LOTE	languages other than English
MAB/MIAC	Management Advisory Board and its Management Improvement Advisory Committee
MAP	Multi-level Assessment Program
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MH-CASC	Mental Health Classification and Service Costs project
MLCR	Module Load Completion Rate
NCVER	National Centre for Vocational Education Research
NESB	Non-English speaking background
NHCDC	National Hospital Cost Data Collection
NHMBWG	National Health Ministers Benchmarking Working Group
NHMRC	National Health and Medical Research Council
NHTP	Nursing home type patients
NSW	New South Wales
NT	Northern Territory

OECD	Organisation for economic Cooperation and Development
QACS	Queensland Ambulatory Casemix Classification Scheme
Qld	Queensland
RA	Rent assistance
Review	The Review of Commonwealth/State Service Provision
RSC	Resident Classification Scheme
SA	South Australia
SAAP	Supported Accommodation Assistance Program
SCRCSSP	Steering Committee for the Review of Commonwealth/State Service Provision
SMART	SAAP Management and Reporting Tool
SRCSSP	Steering Committee for the Review of Commonwealth/State Service Provision
TAFE	Technical and further education
Tas	Tasmania
VACS	Victorian Ambulatory Classification System
VET	Vocational education and training
Vic	Victoria
WA	Western Australia
WHO	World Health Organization

Glossary

Descriptors	Statistics included in the Report that relate to the size of the service system, its client mix and the environment within which government services are delivered. They are provided to highlight and make more transparent the differences among jurisdictions.
Effectiveness	A reflection of how well the outputs of a service achieve the stated objectives of that service
Efficiency	A reflection of how well organisations use their resources to produce services
Unit costs	An indicator of efficiency, as used throughout this Report
Inputs	The resources (including land, labour and capital) used by a service area in providing the service
Process	The way in which a service is produced or delivered
Output	The service provided by a service area — for example, a treated case is an output of a public acute care hospital
Outcome	The impact of the service on the status of individuals or a group. A service provider can influence an outcome but external factors can also apply. A desirable outcome for a school, for example, would be to add to the ability of the students to participate in and interact with society throughout their lives. Similarly, a desirable outcome for a hospital would be to improve the health status of an individual receiving a hospital service.

Definitions of the indicators and terminology used in each chapter can be found in the relevant attachments.

Terms of reference

The Review, to be conducted by a joint Commonwealth/State and Territory Government working party, is to undertake the following:

- establish the collection and publication of data that will enable ongoing comparisons of the efficiency and effectiveness of Commonwealth and State Government services, including intra-government services. This will involve:
 - establishing performance indicators for different services which would assist comparisons of efficiency and effectiveness. The measures should, to the maximum extent possible, focus on the cost effectiveness of service delivery, as distinct from policy considerations that determine the quality and level of services; and
 - collecting and publishing data that are consistent with these measures. The Review should also address the procedures for the ongoing collection and publication of benchmark data; and
- compile and assess service provision reforms that have been implemented or are under consideration by Commonwealth and State Governments.

The Review will cover all major types of reform, including those involving the separation of policy development from service provision. Case studies of particular reforms could be provided where appropriate.

The Review will need to keep abreast of developments in other relevant reviews and working parties, including the Commonwealth/State Government working party (initiated by the Council of Australian Governments), investigating Commonwealth/State Government roles and responsibilities.

